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ABSTRACT

This document reports findings of research on the placement of family support and education programs in community education. The research was conducted in Minnesota and 12 other sites across the United States. Working definitions of family support and education and the range of services that family support and education programs offer are presented. Family support and education commonly consist of an ecological approach to human development, formal and informal support for parents, opportunities for parents to learn about children's development, and emphasis on prevention and family maintenance. Types of linkages that program staff establish in order to involve a cross section of families in their communities are discussed. The benefits of basing family support and education in the public schools, and specifically, in community education, are summarized. These benefits include program stability, compatibility of philosophy and goals, access to a widely dispersed service delivery network, strengthened local community education programs and school programs, efficient use of school and community resources, and diversity of staffing arrangements. Among several figures included in the report are two that list factors that facilitate and inhibit voluntary cooperation or collaboration. (RH)

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# Interorganizational Relations and the At-Risk Family

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I would like to start with a parable. It's called the Parable of Good Works (from the Inter-Religious Task Force for Social Analysis, *Must We Choose Sides?*, 1979).

> Once upon a time there was a small village on the edge of a river. The people there were good and the life in the village was good. One day a villager noticed a baby floating down the river. The villager quickly jumped into the river and swam out to save the baby from drowning.
>
> The next day this same villager was walking along the river bank and noticed two babies in the river. He called for help, and both babies were rescued from the swift waters. And the following day four babies were seen caught in the turbulent current. And then eight, then more, and still more.
>
> The villagers organized themselves quickly, setting up watch towers and training teams of swimmers who could resist the swift waters and rescue babies. Rescue squads were soon working 24 hours a day. And each day the number of helpless babies floating down the river increased.
>
> The villagers organized themselves efficiently. The Rescue squads were now snatching many children each day. Groups were trained to give mouth-to-mouth resuscitation. Others prepared formula and provided

clothing for the chilled babies. Many, particularly elderly women, were involved in making clothing and knitting blankets. Still others provided homes and placement.

While not all the babies, now very numerous, could be saved, the villagers felt they were doing well to save as many as they could each day. Indeed, the village priest blessed them in their good work. And life in the village continued on that basis.

One day, however, someone raised the question, "But where are all those babies coming from? Who is throwing them into the river? Why? Let's organize a team to go upstream and see who's doing it." The seeming logic of the elders continued. "And if we go upstream who will operate the rescue operations? We need every concerned person here."

"But don't you see," cried the one lone voice, "if we find out who is throwing them in, we can stop the problem and NO babies will drown -- by going upstream we can eliminate the cause of the problem."

"It's too risky."

And so the numbers of babies in the river increased daily. Those saved, increased, but those who drowned increased even more.

To me, family support and education programs represent a shift by educators, human service staff, and community members from focusing on trying to fix a family or a child after a problem has occurred to working along with, and supporting parents in their role as their child's first teacher. Today, I want to tell you about some research we conducted last year in Minnesota and 12 other sites across the United States regarding the placement of family support and education programs in Community Education. My presentation has three major parts. First, I'd like to offer you my working definition of family support and education and the range of serves that these types of programs offer to families. My work has focused on services to families with preschool age children, but I think those of you involved with families with older children will be able to extract lessons from what I have to say. Second, I will discuss the types of linkages that program staff establish in order to reach and involve a cross-section of families in their communities. Finally, I will summarize some of the benefits to basing family support and education within the public schools -- specifically within Community Education.

**First, what is family support and education?** (Refer to Figure 1.) I prefer to think of family support and education as one type or category of parent involvement. The folks from the Institute for Responsive Education at Boston University have developed a five-part typology to describe parent participation with the schools. They stress that the typology is not hierarchical and one form is not meant to be better than the other (Heleen, 1988). The first type of involvement is called **decision-making**. By decision-making, I mean parents sharing in the process of making decisions about their own children. Examples include parents who are involved in the development of the individual education plan of their handicapped child or participation by parents on

school improvement councils. A second type of involvement is termed **co-production**. Co-production refers to individual and collective activities in school or at home that help a child learn. Activities include home tutoring programs, parents assisting in the classroom, or making instructional materials for use in school or the home. A third type is **advocacy**, in which parents represent particular interests and work to influence decision makers in the public schools and the community. **School support** involves parents raising money or obtaining resources for the schools. The activities of a PTA are a good example of school support.

Finally, we get to **family support and education.** I consider family support and education to be a concept or ideology in which the actual services and activities may vary based on local needs and resources. A large part of family support and education involves school staff changing their attitudes and behavior toward parents. Common characteristics of services offered as part of family support and education program include

a. taking an ecological approach to human development -- working with parents, families, within the context of the community rather than working exclusively with children,

b. staff providing both formal and informal support to parents;

c. staff providing opportunities for parents to learn about children's social, psychological, and cognitive development,

d. rather than assuming family deficits, staff emphasize family strengths; and finally,

e. staff emphasize prevention and family maintenance rather than remediation (Weiss et al., 1988).

When we talk about emphasizing prevention and family maintenance there is a boundary -- particularly when we are talking about families that are clearly dysfunctional or experiencing stress. Staff in family support and education programs may work in cooperation with therapists, but I heard time and time again, "We don't do therapy. We try to support parents in their role as parents. We don't try to fix parents." Staff clearly don't view family support and education as a substitute for treatment, but as a different type of activity that may compliment other interventions.

Research on family support and education has focused on studying services and the relationships between the individual family, the program, and the community. We have seen that actual services can vary tremendously. Programs may offer ongoing parent education classes, support groups, both joint and separate activities for parents and their children, home visiting for outreach or for education and support, drop-in centers for parents and children, and additional activities such as periodic developmental and health screening, health care, or toy and book lending. We have seen that family support has been, and continues to be, offered under many different auspices: churches, community-based organizations, hospitals, and various departments within the public schools.

Many programs are best defined as grass-roots efforts started by local providers who draw funding from many sources. In the last few years, we have seen the development of state policies establishing distinct programs on a state wide basis. Two in particular are

Minnesota's Early Childhood Family Education (ECFE) program and Missouri's Parents as Teachers. In both states, parent support and education has become a part of almost every school district's offerings. We have also seen a number of recent initiatives which are currently funded as pilot programs. Maryland's Friends of the Family that focuses on teen parents, Connecticut's Parent Education Support Centers, and Kentucky's PACE program.

These last three initiatives are slightly different than the Minnesota and Maryland programs for a number of reasons. The initiatives in Maryland and Connecticut are based in human service agencies at the state-level, although local pilot programs may be sponsored by educational organizations, community-based organizations, and even church-affiliated groups. Kentucky's initiative is explicitly two-generational, offering adult basic education services to parents, parent education activities, and developmentally appropriate activities for children. All three initiatives are targeted to particular types of parents considered at-risk, more for political and economic reasons rather than ideological.

This brings me to the second part of my presentation. **the types of linkages that program staff establish in order to reach and involve a cross-section of families in their communities** (refer to Figure 2). As part of our research last year in Minnesota and across the United States, we found the Community Education staff employed in family support and education programs work very hard to become part of the system or network of services available to parents in a neighborhood or community.

In fact, we now hypothesize that the need for inter-agency collaboration among organizations and agencies increases in proportion to the magnitude of stress being experienced by the family being served by these organizations. This need for

collaboration is because many arents experiencing stress due to being a single-parent or economically disadvantaged do not normally turn to the schools for support. These parents seek out their neighbors, their church, synagog, temple, or a worker in a social service agency. Thus community education staff working in family support and education need to become part of that community network in order to reach all parents.

Through our research, we found that community education staff establish or become part of three types of linkages in order to reach all families. **Outreach** is the simplest and most usual form of interaction between the family support and education program staff and other professionals in the school district or agencies in the community. The focus is on sharing information about services, sharing concerns about the need for particular types of services, or referring families to and from the family support and education. Engaging in outreach typically involves very little joint decision making or joint delivery of services. This means there are few demands on program funds for cooperative activities. Examples of outreach include making information about family support and education services available to other professionals and agencies who also serve young children and their parents. The thousands of brochures and catalogs mailed out across the community may also be read by these professionals who then refer a family to the program. Other examples of outreach that I observed include a) professionals and agencies being invited by the Community Education program to participate in assessing the needs of the community and in planning the services offered by the family support and education program, b) the participation of Community Education staff on advisory councils and community boards for programs also serving children and families, and c) participation by professionals and community members on an advisory council for the family support and education program.

A second type of linkage being used by programs is called **cooperation**. Cooperation may take the form of agreements between the family support and education program and other professionals in the school district of agencies in the community to improve the quality of the program or to increase efficiency by sharing resources such as facilities, equipment, or staff; or responsibility for other critical services such as counseling, child care, or transportation. We found that because the commitment of organizational resources is modest, the relationship is typically less formal and therefore more difficult to maintain from year to year. Cooperation is usually dependent on the informal agreements between the initiators. As a result, it is vulnerable to turnover in organizational personnel and changing priorities within the organizations. Examples of cooperation include a) holding family support and education activities in settings under the auspices of community-based agencies or other departments within the public schools, b) tailoring activities to meet the needs of particular types of parents (e.g., teen parents, single parents, or parents of handicapped children), c) providing parent support and education services on an itinerant basis to parents enrolled or participating in a program offered under the auspices of another agency, d) a community-based agency offering home visits for outreach and providing short-term parent support and education with the goal of the parent eventually enrolling in the family support and education activity sponsored under Community Education, and e) joint in-service activities for all staff in the district involved with young children or consultation by program staff.

Staff at the state department of education in Minnesota have actively encouraged local programs to cooperate with local nonprofit agencies and organizations to plan their services, solicit referrals, use community agencies as referral sources, and share

facilities and resources. Both the lack of adequate school-based facilities and the need to reach at-risk families who typically do not look to the public schools for services or read through the Community Education brochure when it comes in the mail have influenced local ECFE program staff to cooperate with other organizations.

The third type of linkage that we found is perhaps the most difficult and time-consuming to develop and maintain because it involves joint goals, decisions, and action. **Collaboration** usually leads to the creation of a distinct program with an identity that is separate from the participating organizations. It requires the ongoing commitment of staff and/or financial resources by each participating organization or department. We found that participating organizational units may agree to divide program activities among themselves or a third party may organize activities and responsibilities of each unit. The collaborative linkages that I observed were fragile and some have not endured into 1989 because of a lack of trust or a cut in funding outside of the control of the participating organizations. Like a marriage, collaborative linkages will take ongoing work -- but the work is worth it in the end because something is created that could not exist without each party to the relationship. Examples of collaboration included a) the merging of family support and education staff and resources from the Community Education program with medical and therapeutic staff in an outpatient treatment program for dysfunctional families that also provides for diagnostic and aftercare services. The hospital contributes theraputic and medical staff whose time is reimbursable on a third-party payment basis; b) a three-year demonstration project involving an operating community foundation, county social services, public health, and Community Education staff to provide a neighborhood team approach to primary prevention of child maltreatment and the promotion of family strengths in at-risk

families. The initiative is funded primarily with federal monies and utilizes trained community-based volunteers in conjunction with existing services, c) the merging of family support and education staff and resources with an existing GED preparation class also offered through Community Education to create a new program. Child care is offered to parents enrolled in the GED class if they participate in a family support and education activity (for credit); and d) the merging of family support and education resources with early childhood special education to offer a unified program for children ages birth to three with disabilities and their parents. The staff positions are co-funded and staff have dual licensure.

Extensive research has been done on the factors that facilitate or inhibit voluntary cooperation or collaboration among organizations (refer to Figures 3 and 4). I have included a list of key factors in the Appendix, but I would like to highlight a few factors that I observed during my site visits.

Factors may defined as being interpretive or contextual. Interpretive factors related to those having to do with people -- their interests and values. Contextual factors refer to the environment -- factors outside of the control of people in many instances, but issues for which people can sometimes find solutions.

Key interpretive factors that were present in programs where cooperative and collaborative linkages existed include:

1) a strong feeling by staff for the need to cooperate in order to better serve families with young children;

2) a consensus between the administrators and line staff that cooperation or collaboration was necessary and worth the effort;

3) a positive regard for what these organizations do with families;

4) shared ideologies regarding families -- sometimes enhanced by the hiring of agency staff by the family support and education program under Community Education; and

5) good historical relations.

Contextual factors that I observed included:

1) scarce resources in which collaboration or cooperation would lead to more comprehensive services not available otherwise;

2) organizational norms valuing innovation through cooperation and collaboration;

3) occupational diversity among staff in the various participating organizations that minimized direct competition;

4) opportunities for informal contact among staff from the various organizations (these included naturally occurring situations such as membership on community boards and task forces as well as those staged through scheduling of joint meetings, inservice, open houses etc.);

5) geographic proximity;

6) the existence of bountary-crossing roles; and

7) the similarity of organizational structures in terms of how services are delivered to families (scheduling of parent group sessions as opposed to only individual appointments).

When you think of the many facilitating and inhibiting factors, Community Education is really a natural administrative placement for parent support and education services. In it's ideal state, CE is grounded in the local community. It extends the notion of education beyond the K-12 limits, deeming everyone in the community as a learner. And because of the voluntary

nature of it's programs, CE staff must be responsive to the needs and interests of adult learners.

This brings me to the third part of my presentation. **The benefits to basing family support and education within the public schools as part of Community Education.** As part of our research during 1988, the C.S. Mott Foundation asked us specifically to identify the benefits to basing family support and education programs in CE. Before I summarize the benefits, a few words of caution are in order. We found that the benefits to basing family support and education must be considered both in terms of the relationship between a state-level CE unit or department and the local programs, and the relationship between the local CE program and the family support and education program or services. The benefits in terms of the state-local relationship are distinct to Minnesota, and may not exist in other states. Therefore I will first summarize the benefits found in Minnesota across the nine sites visited, and then compare these benefits to the sites across the United States to see how they generalize to programs in the12 different states.

Community Education in Minnesota is a highly developed statewide program, operating under a local levy structure and state aid mechanism that many initiatives for particular populations, including parent support and education for families with young children, have built upon. Also, staff within the CE section of the State Department of Education have provided leadership and fostered the capacity -- particularly in terms of preservice and inservice training for staff, policy development, and the development and dissemination of program materials -- necessary for the ECFE initiative to grow rapidly and uniformly across the state.

At the local level, Community Education is considered the adoptive home of an initiative that experienced a 10-year pilot phase through the late 1970s and early 1980s. Therefore benefits to basing ECFE in Community Education at the local level in Minnesota must consider that it came to CE with a developed and well accepted core model of services. Also, the benefits must be

considered from the points of view of different stakeholders: school administrators -- including directors of Community Education --, ECFE staff, other community agencies and programs, and parents. Common benefits that emerged across the nine sites include:

**1. Program Stability.** ECFE services are not dependent upon grants or user fees. The public schools and Community Education have not had to choose ECFE in place of something else. Financial resources are adequate to hire a full- or part-time coordinator. Staff can focus on program development and recruitment rather than fundraising. At the same time, staff remain motivated to keep their courses and services interesting and worthwhile because the program is voluntary.

**2. Compatibility of Philosophy and Goals.** We found the ECFE programs were geared to meeting the needs of the local community, while maintaining a strong tradition of being a preventive service. Community Education programs, which tend to offer services for both children and adults, easily incorporated the legislative requirement in Minnesota of substantial parental involvement in program activities. Repeatedly, across all sites, parents commented to me that they felt it was very natural to have the program be part of Community Education. They indicated a preference for the public schools rather than an another community-based agency or an agency geared only to helping people with problems. You must understand that I talked with few parents who are minorities. Minnesota has a minority population of less than 200,000 across the whole state. Over 50 percent of the population can trace their background to a single ethnic group. As a program open to all parents, ECFE services tend to be geared to the largest segment of the eligible population in Minnesota: white middle-class parents.

**3. Access to a Widely Dispersed Service Delivery Network.** Minnesota is a large state geographically with a large number of school buildings in sparsely populated areas outside of the metropolitan area. In many rural areas, the schools are the largest buildings in town. I

was able to visit the ECFE program in Grand Rapids, Minnesota, a school district the side of the state of Delaware. I found that basing ECFE in Community Education has fostered both local control by the community and the use of a network of school buildings located in neighborhoods or rural areas. In Grand Rapids, this means the staff pack-up all their materials and drive 65 miles to Togo and 45 miles in another direction to Big Fork. The ECFE coordinator commented to be that she thought they could do anything in these outlying areas. It is the highlight of the week for many of these parents.

The stable base of funds permits programs the option of renting space when public school classrooms are not available of as part of an effort to reach families not drawn to participate in school-based activities. In the suburban areas and in the cities, services are located in neighborhood schools as well as housing projects, churches, and community centers.

**4. Strengthening of Local Community Education Programs.** Minnesota has experienced an aggressive adoption of ECFE by local school districts. In just four years, ECFE has become a significant part of Community Education expenditures, ranging from 11 to 45 percent. Some School Boards interested in offering ECFE services have actually decided to initiate a Community Education program in order to be able to levy for ECFE. In some instances, these CE programs have gone on to add other services and activities.

**5. Strengthening of Existing School Programs.** ECFE staff have contributed to specialized services for teen parents and parents of young children with disabilities in the public schools. The addition of parent support and education activities to special education services for pre-school aged handicapped children, in particular, highlights the difficulty of reconciling differing ideologies of services even when staff are receptive to working together. Parents involved with special education become accustomed to professionals working with their child while ECFE services place the parent in the roll of being an active participant in their

child's development.

**6. Efficient Use of Both School and Community Resources.** This new set of services draws from the administrative structures already available in school districts. Placement of the ECFE initiative in Community Education has allowed for easy monitoring by the State Department of Education since the funds must be maintained in an account separate from the general fund of a school district. ECFE is also able to draw resources from the schools in terms of space, although space is at a premium in all the districts I visited. The stable financial base has allowed the district to charge reasonable administrative expenses to ECFE for operation of a building, telephones, and postage thus burdening the general administrative fund.

**7. Diversity in Staffing Arrangements.** Minnesota has just recognized a new professional area: the parent educator. The legislation that permitted ECFE to expand statewide also included the provision that staff be appropriately licensed. Most staff working as parent educators or early childhood teachers in an ECFE program do not have other responsibilities in the school district. As new standards for licensure took effect in 1989, many ECFE staff are pushing to move their positions onto the master teacher contract in anticipation of bargaining for a comparable salary structure to teachers in the district. The diversity in staffing and the wage structure for staff that I observed in 1988 will be limited by these licensure requirements. The funding base can support such a shift because, unlike many enrichment courses offered through Community Education, ECFE does not have to support itself solely though user fees or grants. The licensure requirements would be the one area that is not supported by all Community Educators in Minnesota because the tradition of hiring staff who have the interest and willingness to offer a course has been severely restricted by the state

When we asked ourselves how these benefits could be generalized to the 12 programs we looked at across the United States, an obvious difference emerged regarding the relationship

between the state Community Education office and the local family support and education program. The commitment to Community Education of the 12 states in which our sites were located cover an enormous range. Respondents in states with strong commitments to Community Education clearly felt that placing the family support and education under CE benefited the program.

But unlike the Minnesota initiative, most of the local programs in the 12 states originated within the local Community Education program as an idea of the Community Education director or other Community Education staff. You must keep these differences in mind when comparing the benefits in Minnesota to other states.

Benefits that clearly generalized to the 12 sites across the United States included: compatibility of philosophy and goals, strengthening of Community Education; strengthening of existing public school programs, and the efficient use of school and community resources.

Two benefits, program stability and diversity of staffing, varied because of contextual differences within each state. Specifically, the stability of the 12 programs ranged according to the sources of funding. Of the12, the programs in states with strong state policies and the programs with a consistent, predictable source of funding from social service agencies were the most secure. Only two of the 12 sites relied on fees as their primary source of funding. Unlike the local ECFE programs in Minnesota, which can count on stable funding from year to year, several local programs outside of Minnesota reported having to shift their emphasis from year to year in order to be eligible for a new source of funds. Staffing patterns also varied much more in the programs located across the United States. Many, but not all, programs require some form of licensure, although that requirement is often a personal criterion of the director rather than a state or county mandate. No universal push toward recognizing parent educators as a profession or licensure area was evident.

Like a good researcher I will say many of our findings require further investigation and analysis. I do think that our main conclusions from this research are clear.

Staff working in Community Education and family support and education programs constantly work to assure their activities are appealing to parents who voluntarily choose to enroll and participate. Parents will attend family support and education classes. Programs do not need to rely on gimmicks in order to recruit parents. But programs must pay careful attention to outreach techniques in order to reach a cross-section of eligible families and recognize that techniques vary in their effectiveness with different types of parents. You must expect to devote additional staff time and resources to developing cooperative and collaborative linkages to other community-based agencies that currently serve families who may not wait for the CE brochure to come in the mail.

Parent support and education services cannot be supported by user fees alone, especially when start-up costs for equipment related to childrens' services and the need to make services available in a variety of settings is considered.

Programs located in suburban and rural areas face particular challenges to serving families that are at-risk because there is probably a lack of identifiable concentrations of particular types of families living in particular areas of the community; a lack of adequate, affordable models of services even if the families are identified; and the existence of structural and ideological barriers to working cooperatively with other agencies in the community charged with serving these families. Yes, we found that even some Community Education directors have a strong need for power and control that limits cooperation or collaboration.

The boundary between prevention and treatment programs becomes blurred when the needs of the very stressed family are considered. I don't have the answer here. We need more research in this area, both to document approaches to services that are able to attract and serve

these families, and to evaluate their effectiveness. I have a hunch that the need for inter-agency collaboration increases in proportion to the magnitude of stress being experienced by these families.

As Community Education strives to offer programming beyond enrichment classes, the needs of staff must be considered in program planning and budgeting. Staff working in family support and education programs all talked about the need for specialized training, technical assistance, and opportunities to network with other service providers in their own states in order to share best practices. Staff must have opportunities to meet on a regular basis as part of their job to discuss particular cases and support each other in meeting the needs of families.

Family support and education programs offered as part of Community Education have relied heavily on efficiency of program operations and on participation rates as their primary measures of success. Staff currently do not have the time, resources, or experience to conduct evaluations of the effectiveness of their services. Data demonstrating program effects would be beneficial to other policy makers currently considering the adoption of state policies in this area. Further, program planners must be more aware of the configurations of services that lead to positive effects for families over time.

We found that programs that are particularly successful at serving families that are at-risk have a number of characteristics in common. First, staff are both adept in, and have the time to, develop strong personal networks among other agencies in the community concerned with families. Second, staff are able to identify local funding sources for activities tailored to meet the needs of at-risk families. Third, services are packaged to meet the needs of both parents and children -- parent support and education, adult basic education classes, childcare, transportation, counseling, vocation training are many times packaged together. Finally, in

activities directed toward parents, staff rely much more on a group process rather than on a prepared syllabus and curriculum.

Ironically, we found that adequate financial resources are a mixed blessing when the needs of families that are at-risk are considered. Programs with adequate resources tend to form linkages in the community in order to generate adequate referrals or to minimize the duplication of services. But these programs will also tend to develop parent support and education as a service distinct from other types of services needed by these families. On the other hand, programs that operate in the absence of state funding must become involved in cooperative and collaborative ventures with other agencies in the community in order to survive financially. These programs may lose some of their autonomy and may have to adapt their ideology and services to the agencies to which they are linked. Here, Community Education might make a significant contribution by serving as the catalyst for increased cooperation and collaboration among agencies and programs concerned with families and young children.

In closing, I would like to stress that parent involvement in the schools, including family support and education, will not solve all the problems children and families face today. But taken together with raising the minimum wage, providing affordable housing, child care, and health services, we <u>can</u> make a difference because I truly believe that all parents want the best for their children. Whether we like it or not, parents are the first and most influential teachers of their children.

Thank you.

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Figure 1

# PARENT PARTICIPATION

# IN

# EDUCATION

- Decision-making
- Co-production
- Advocacy
- School Support
- Parent Support and Education

*FIGURE 2: FAMILY SUPPORT AND EDUCATION*

*Types of Linkages:*

*With the Public Schools*

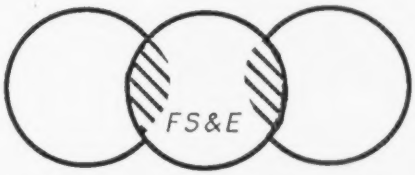
Early Childhood Special Education
Services for Teen Parents
ESL for Adults
Adult Basic Education
GED Preparation
Vocational Training

*With the Community*

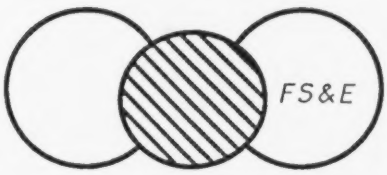
Social Services
Public Health
Head Start
Hospitals
Community-Based Organizations
Churches
Daycares

Outreach

Cooperation




Collaboration



## FIGURE 3: FAMILY SUPPORT AND EDUCATION
## EXAMPLES OF LINKAGES

### Outreach

* Making information about FS & E services available to other professionals and agencies in the public schools or the community who serve young children and their parents.
* Inviting professionals and agencies to participate in assessing the needs of the community and planning the services offered by the FS & E program.
* Referral of participants to other services in the public schools or the community.
* Participation on advisory councils and community boards.

### Cooperation

* Holding FS & E activities in settings under the auspices of community-based agencies or other departments within the public schools.
* Tailoring activities to meet the needs of particular types of parents (e.g., teen parents, single parents parents of handicapped children).
* Providing parent support and education services on an itinerant basis to parents enrolled or participating in a program offered under the auspices of another agency.
* A community-based agency offering home visits for outreach and providing short-term parent support and education with the goal of the parent eventually enrolling in the FS & E sponsored activity.
* Joint inservice activities or consultation by program staff.
* Coordinating or providing pre-school screening; offering pre-kindergarten orientation information as part of FS & E activities.

### Collaboration

* The merging of FS & E staff and resources with medical and therapeutic staff in an outpatient treatment program for dysfunctional families that provides for diagnostic and after-care services.
* A three-year demonstration project involving an operating community foundation, county social services, public health, and the FS & E program to provide a neighborhood team approach to primary prevention of child maltreatment and promotion of family strengths in at-risk families. The initiative is funded primarily with federal monies and utilizes trained community-based volunteers in conjunction with existing services.
* The merging of FS & E staff and resources with an existing GED preparation class to create a new program. Child care is offered to parents enrolled in the GED class if they participate in an FS & E class (for credit).
* The merging of FS & E resources with early childhood special education to offer a unified program for children (ages 0-3) with disabilities and their parents (staff positions are co-funded and staff have dual licensure).

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## FIGURE 4: FACTORS FACILITATING VOLUNTARY COOPERATION OR COLLABORATION*

### Interpretive

1. Perceived need.
2. Perceived benefits outweigh costs.
3. Positive attitudes favoring cooperation or collaboration
4. Consensus between administrators and staff.
5. Cosmopolitan ethos enables players to see others as being valuable sources of resources.
6. Perceived ability to maintain program identity/prestige/power.
7. Reward system for staff reinforces group-centered approaches, cooperation/collaboration.
8. Accessibility to other organizations.
9. Positive evaluations of other organizations/staff.
10. Similarity or overlap in resources/goals/needs.
11. Common commitment to families (parents and their children).
12. Common definitions/ideologies/interests/approaches.
13. Perceived partial interdependence.
14. Good historic relations.

### Contextual

1. Needs/benefits actually exist (for certain types of clients or resources to better serve clients).
2. Scarce resources.
3. Organizational/environmental norms value innovation through cooperation/coordination.
4. Standardization of procedures has taken place (referral procedures, scheduling of activities).
5. Occupational diversity among staff that is complementary.
6. Broad range of services offered by organizations.
7. Leadership styles of top staff favor cooperation/collaboration.
8. Chances exist for informal contacts/exchanges of information/resources.
9. Geographic proximity.
10. Existence of boundary-crossing roles.
11. Similarity of organizational structures/supply capabilities/needs/services.
12. Chances for voluntary association of staff (leads to reduction of misconceptions and hostilities and the development of a common ground for discussion).

* Adapted from Burton P. Halpert (1982). Antecedents. In P.L. Rogers and D.A. Whetten (Eds.), *Interorganizational Coordination: Theory, Research, and Implementation* (p. 63). Ames, Iowa. Iowa State University Press.

## FIGURE 5: FACTORS INHIBITING VOLUNTARY COOPERATION OR COLLABORATION*

### Interpretive

1. Vested interests of FS & E or other agency.
2. Perceived threat/competition for resources or clients.
3. Perceived loss of program identity.
4. Perceived loss of prestige or role as "authority."
5. Lower service effectiveness.
6. Alienation of certain types of families.
7. Inability to serve new types of families who would be drawn to the program.
8. Differing leadership approaches/authority.
9. Differing professional backgrounds of staff.
10. Disparities in staff training.
11. Different priorities/ideologies/outlooks/goals with families.
12. Lack of a common "language."
13. Internal norms among staff not favoring cooperation or collaboration.
14. Negative evaluations of other organizations.
15. Imperfect knowledge of other agencies in the community.
16. Poor historical relations.
17. Perceived sanctions by peers or higher authorities.

### Contextual

1. Costs in terms of resources or staff time outweigh benefits.
2. Lack of communication among higher-level staff.
3. Bureaucratization that inhibits internal as well as external communication.
4. Centralization of authority causing large amounts of "red tape."
5. Little staff time devoted to boundary-crossing roles.
6. Structural differences (scheduling, pay structures, contract agreements, standards of service, funding mechanisms).
7. Differences in priorities/goals/tasks.
8. High staff turnover (especially decision makers).
9. Other organization/agency having little to offer.
10. Lack of geographic proximity.
11. Professionalization of staff roles.

* Adapted from Burton P. Halpert (1982). Antecedents. In D.L. Rogers and D.A. Whetten (Eds.), *Interorganizational Coordination: Theory, Research, and Implementation* (p. 69). Ames, Iowa: Iowa State University Press.